REPORT OF THE SUBREGIONAL TRAINING WORKSHOP ON INSTITUTIONAL REQUIREMENTS FOR HUMAN RESOURCES PLANNING AND PROGRAMMING IN EASTERN AND SOUTHERN AFRICA

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REPORT OF THE SUBREGIONAL TRAINING WORKSHOP ON INSTITUTIONAL REQUIREMENTS FOR HUMAN RESOURCES PLANNING AND PROGRAMMING IN EASTERN AND SOUTHERN AFRICA

I. INTRODUCTION

One of the major actions taken during the last three years by the Governments of the Eastern and Southern African subregion to deal with the dilemma posed by the co-existance of an expanding labour force and a declining absorptive capacity of the labour market, is the development of institutions for the management of human resources planning, development and allocation. To this end, advisory bodies and a number of intersectoral and sectoral organs to execute the human resources management functions have been established by most of these Governments. However, a formidable task which lies ahead, is the ability of the Governments to ensure the adequate development of the required managerial, professional and technical capabilities for effective planning, development and allocation of human resources by and within these established institutions. Kenya, Tanzania and Zimbabwe for examble, have established full Ministries to co-ordinate the management of human resources planning, development and allocation activities, while the other states have established intersectoral and sectoral organs to perform similar functions. At the policy making level, attempts have been made to establish appropriate programme management and human resources policy guidance organs in nearly all of the states. In addition to other efforts, action by way of studies and training workshops have been initiated by the Governments of the subregion all geared towards better streamlining and co-ordinating their respective human resources management institutions and programmes.

The effectiveness of these efforts have been greatly constrained by a number of factors including:

(a) the absence of definitive manpower policies and viable sectoral manpower planning units with clearly defined functions within a comprehensive human resources management framework;

(b) a weak data base coupled with a poor management process resulting mainly from the shortage of adequately trained staff to effectively undertake human resources planning functions on a sustained and systematic basis; and

(c) the existence of poor linkages between the institutions responsible for manpower planning, manpower development and manpower allocation, as well as between human resources management institutions themselves and other sectoral planning institutions.

The Training Workshop on Institutional Requirements for Human Resources Planning and Programming in Eastern and Southern Africa was part of the continued search for solutions to remove some of these constraining factors. The Workshop was organized jointly by the United Nations Economic Commission for Africa and the Higher Economic Courses of the USSR State Planning. It was held in Moscow, USSR, 9-19 October 1989.

II. ATTENDANCE

The Workshop was attended by the following senior officials in the area of human resources planning and programming:

1. Prof. L. Belashov — Director of the Higher Economic Courses of the USSR State Planning Committee

2. Mr. M. Molebeledi Oagile — Head, Manpower Planning, Budgeting Research Division
Directorate of Public Service Management
Office of the President
Private Bag 11
Gaborone (Botswana)

3. Mr. Seleshi Eneyew — Expert, Manpower Planning and Labour Dept.
Office of the National Committee for Central Planning
P.O. Box 1037
Addis Ababa (Ethiopia)

4. Mr. J.C. Ssentamu — Deputy Chief Government Manpower Planning Economist
Ministry of Planning & Economic Development
P.O. Box 7086
Kampala (Uganda)

5. Mr. Yashon Audo Omotto	Senior Economist/Statistician Ministry of Manpower Devt. and Employment P.O. Box 30200 Nairobi (Kenya)
6. Mr. Urgessa Bedada	Head, Manpower and Employment Department Ministry of Labour and Social Affairs P.O. Box 2054 Addis Ababa (Ethiopia)
7. Mr. A. Ojja-Andira	Principal Labour Officer Ministry of Labour P.O. Box 7000 Kampala (Uganda)
8. Mr. Lukwesa Kaemba	Economist National Commission for Development Planning Lusaka (Zambia)
9. Ms. Manotseare Mphutlane	Economist Ministry of Planning Economic and Manpower Development P.O. Box 630 Maseru (Lesotho)
10. Mr. E.C. Iwuji	Expert on Employment and Manpower Planning ILO/JASPA Addis Ababa (Ethiopia)
11. Prof. V.G. Kostakov	Director, Institute of Economics, USSR State Planning Committee
12. Dr. V.V. Trubin	Senior Researcher, Central Manpower Resources Research Lab.
13. Prof. M.L. Levitsky	Section Chief, State Pedagogical Institute
14. Dr. Ye V. Kashin	Deputy Head, The USSR State Committee for Education, Planning & Economic Administration

15. Dr. M.I. Talalay	Senior Researcher, Central Manpower Resources Research Lab.
16. Prof. M.N. Nochevnick	Lecturer, Institute of the International Working Class Movement
17. Dr. I.G. Ushkalov	Senior Researcher, Institute of Economy & the World Socialist System
18. Dr. A.S. Milovidov	Leading Specialist, USSR State Planning Committee
19. Dr. N.S. Senchenko	Section Chief, Institute of Productive Forces Studies, USSR State Planning Committee

III. OBJECTIVES

The development objective of the Workshop was to assist the Governments within the Eastern and Southern Africa subregion in their attempts to sustain the various efforts being made towards strengthening national institutional capabilities for human resources planning, utilization and development. Accordingly, the immediate objectives were to:

(i) review constraints, exchange experiences and generate ideas on the nature and scope of the process of policy formulation and the institutional and operational requirements for human resources planning and programming at the national level;

(ii) upgrade the skills of participating officials in negotiating for resources

o support human resources development and utilization planning and programming;

(iii) single out the critical issues relating to the policies and strategies for the development of a national comprehensive human resources management process;

(iv) report on the status of human resources planning and programming specifying the nature of institutional and other factors that have constrained manpower development and utilization planning and programming within the subregion.

IV. ORGANIZATION

The Workshop was organized into four phases. It was directed by Dr. V. Antonov, Deputy Director of the Higher Economic Courses of the USSR State Planning Committee; Dr. Toga G.S. McIntosh, Economic Affairs Officer, Human Resources Development Section, UNECA.

In phase one, country papers were presented by participants from Ethiopia, Botswana, Kenya, Uganda and Zambia. Each presentation was chaired by a moderator selected from among the participants. Following each presentation, critical issues arising from that country experience was identified and discussed with appropriate lessons highlighted with a view of strengthening national human resources planning institutional capabilities within the countries of the subregion. Each country paper identified the various organs responsible for manpower and employment planning, highlighted in some cases, their respective duties, functions, and staffing positions as well as the frequency, schedules and the approaches used for manpower and employment planning data collection, tabulation and presentation. The papers also analysed existing operational linkages between the central manpower and employment planning agencies and sectoral units responsible for manpower and employment planning. Some papers identified national manpower development and utilization policies and highlighted major activities related to manpower and employment planning undertaken by the concerned Government in the last four years.

Phase two consisted of general lectures and discussions with focus on the Soviet experience in human resources planning and programming; the report of the Expert Working Group on institutional requirements for human resources planning and programming and a discussion paper on Human Resources Policy Formulation and Administration which highlighted the critical aspects of human resources policies and the technical and practical actions required for ensuring policy implementation.

In the third phase, two working groups were established. The groups met for two days. Group one considered the problem of labour mobility focusing on factors that influence the trend and pattern of labour mobility and the relationship between labour mobility, labour stability and productivity. The other group reviewed the complexity of human resources policy management and those factors that could promote or retard the process. Group reports were presented, discussed and strengthened in plenary and are part of the Workshop report.

The fourth phase consisted of visits to places of interest. Participants visited the Moscow State University; State Committee of the USSR for Labour and Social Issues; a factory of the All-Union Society of Blind People; and the Moscow Vocational Training Centre.

In carrying out these four phases, participants organized their work along the work programme as shown in Annex I.

V. ACCOUNT OF PROCEEDINGS

A. Opening

The Workshop was opened by Prof. L. Belashov, Director of the Higher Economic Courses of the USSR State Planning Committee. He welcome participants and briefed them on the origin and scope of the programmes carried out by the Institute. A number of workshops and seminars are organized from time to time by the Higher Economic Courses of the USSR State Planning Committee in collaboration with the various United Nations Regional Commissions. He indicated that the present workshop was the second out of three programmed by his Institute in collaboration with the United Nations Economic Commission for Africa which were scheduled to take place during 1989. He lauded such co-operation and expressed the hope that such co-operation would continue to grow in the years ahead.

Commenting further on the Workshop, Prof. Belashov noted that given its objectives and coverage, participants had the opportunity to improve their respective skills through the exchange of views. He therefore urged the Workshop to consider the task before it with a sense of purpose.

The Director informed participants of the many reforms that were now taking place in the USSR. He said that the present period was indeed an important one in his country's history. Focus was increasingly being placed on economic patterns and economic management. This, he said, had direct implications for the efficient development and utilization of the country's human resources.

He concluded his remarks by congratulating the participants for their presence and wished them a very happy stay in Moscow.

In his contribution, Dr. Toga McIntosh, the UNECA co-director of the Workshop, expressed greetings on behalf of the Executive Secretary of the UN ECA, Prof. Adebayo Adedeji. He described the Workshop as being an eventful exercise, and expressed ECA's happiness for being a party to it. The meeting marked another milestone in the spirit of co-operation between the Government and peoples of the USSR and those of Africa. On the other hand, the gathering of senior government practitioners in one place in search of ways, means and strategies for ensuring efficiency in the process of human resources management had made the occassion eventful.

He drew attention to the action taken by African Governments only a few months ago with respect to their adjustment programmes for socio-economic recovery. Mention was made of the general feeling of African governments that had emerged from the action and its implication for human resources planning and programming. To this end, he informed participants that a consensus had been reached that for any structural adjustment programme to be meaningful in the transformation of the African peoples standard of living, African peoples would have no choice but to address directly those fundamental structural bottlenecks of African economies within the adjustment framework. Accordingly, production pattern will have to move away from a predominantly subsistance biased to one which is both inward

[illegible] and [illegible] of sustaining itself. The present narrow and dis-articulate production base will not only have to be transformed and expanded, but should also be designed to bring into balance existing imbalances in the distribution of national wealth and services. Such bottlenecks, he said, could not be altered without the human initiative.

Refering to the Workshop agenda, Dr. McIntosh urged participants to take up the challenge and adequately cover the wide range of useful topics before them. For by so doing, not only would the Workshop put into a better perspective the role of the human initiative in the structural transformation process, but would also identify the required institutions and policies that would ensure that the role is clearly demarcated, fully linked and well played.

He concluded by pledging ECA's continued support to member States which he said were initially dependent on the support and contribution of each of the participants and their respective governments.

A brief key-note lecture entitled "Social Orientation of Soviet National Economic Development" was delivered by Prof. G.N. Zoteev, Deputy-Director, Institute of Economics of the USSR State Planning Committee. He briefed participants on the socio-economic conditions in the USSR and made a brief comparative analysis between the economic reforms that were currently taking place within the country, and past production and distribution policies and practices. The Soviet economy, he said, was undergoing rapid reforms, and that the nature of these reforms could have profound implications on the country's future socio-economic conditions and human resources planning and programming.

As it were, focus was now being placed on the need for greater economic efficiency within the framework of the reform. In the past, greater attention had been paid to the achievement of social justice, equality and complete employment. He felt that what was now being experienced in the country was a conversion pattern with a move away from extreme socialism towards economic efficiency. He spoke of such changes as being part of a natural process of changes within the history of mankind. He also emphasized the need for such changes to occur first and foremost in the minds of the Soviet people if at all, they would be meaningful. New property rules and institutions would have to evolve to support these new changes he said.

Consequently, command system to material production and distribution which had created harvoc in the past would have to be avoided as best as possible for the reforms to be effective. To this end, he noted that one central conclusion which seems to be emerging from the ongoing debate is that extreme statehood to property rights had killed human initiative and attituude towards property development and management. Secondly, Prof. Koteev pointed out that the reform programmes would in the final analysis, required the re-orientation of human resources development and utilization policies.

He concluded his remarks by offering a few words of warning to guide circumstances relating to the undertaking of changes in socio-economic orientation. First, there was a great need for cautious and consistancy in taking action. These would have to be guided by the common sense of the people and pragmatism bearing in mind that result oriented societies had made progress without turning the boat over. Secondly, in the setting up of national labour market, each country would have to take its bearing largely from its own experiences complimented by a few lessons from the experiences of other countries. Finally, solutions to specific questions would have to be found within the context and framework of the general questions surrounding the specific questions, or else the specifics may be solved without solving the general.

Speaking on the Workshop he said that it was timely and a very useful exercise. He called on all participants to exchange views on the complexities involved and how these could be accomodated within the process of socio-economic reforms.

B. Country Experiences in the Development and Management of Human Resources Planning and Programming Systems

(a) Summary of Country Papers

ETHIOPIA

I. Institutional Machinery for Manapower and Employment Planning

The National Committee for Central Planning (NCCP), established 1987, is responsible, through the Department of Manpower Planning and Labour, for formulating plans regarding manpower required for economic and social

development. In addition to employment and manpower planning, the Department's duties include the approval and follow-up of development projects directly related to manpower, the coordination of training, placement of university and college graduates (from local as well as foreign institutes of higher learning) in jobs and management of the transfer of professional workers.

The internal organizational structure of the Department includes four experts' teams: the manpower and employment planning team; the training coordination team; the placement team; and the wages, pension & social security team. There are at present 9 professional staff out of whom two have got second degrees, five with first degrees and two with diploma. Three of the five with first degrees are currently studying for their second degrees abroad.

The Ministry of Labour and Social Affairs is another Government agency involved in employment and manpower planning. It is responsible for undertaking studies on the manpower employed in the country and compiling and disseminating national data on matters related to employment and workers. The Ministry performs its task through the Manpower and Employment Department. The Department is responsible to the vice-minister for labour in the Ministry and has a staff of about 16 professionals. Five have got second degrees, three post graduate diploma and eight of them are bachelor degree holders.

Among the institutions whose functions are related to employment and manpower planning is the Public Service Commission. It is in the duties and powers of the Commission to keep a register of details of public servants and ensure the placement of the right persons into the right jobs, which clearly presupposes manpower and employment planning. The present organizational structure does not clearly show a responsible section for employment and manpower planning with the exception of a relatively small statistical section. The Science and Technology Commission is also given the responsibility to plan and supervise the training and placement of scientific and technical manpower of the country in cooperation with concerned Government offices. However, there seems to be no specific manpower planning exercise done by the Commission so far.

With respect to the supply side of manpower and employment planning, the Ministry of Education is to maintain data and predict the inflows to the labour force from the various levels of the educational system. These include

dropouts and "out-turns" from the primary and secondary level and drop outs and graduates from the tertiary level joining the labour force by various characteristics such as age, sex education status etc. Problems such as the low level of experience in educational planning, shortage of educational planner particularly at regional level, and shortage of machinery and equipment such as computers have constrained the Ministry in its endeavour to fulfill its task.

The Central Statistical Authority is charged with the responsibility to collect, organize, analyze, publish and disseminate statistical data. Regarding employment and manpower planning, the Authority is to provide statistical data such as population size and characteristics, labour force size and any other relevant element data as may be required.

At the sectorial, sub-secorial and enterprise levels, manpower and employment planning along with other planning functions are usually performed by the planning and programming departments within the respective organs. There are no independent units for the the task, with the exception of very few organizations, and there is also an acute shortage of organizational/sectorial manpower and employment planners and analysts.

2. Human Resource Development and Utilization Policy

One of the general policy objectives of the ten year perspective plan, launched in 1983/84, is to raise the level of education and skills of the people.

As part of a general human resource development programme, both enrollment and participation rates in the formal education system, (composed of three levels: primary, secondary and higher education), have increased dramatically in recent years. Primary, secondary, and higher education enrollment increased from their levels in 1974 of 859, 800; 183, 100 and 7,045 respectively to 2,834,000; 842,700; and 17,000 in 1988. Furthermore, a conventional literacy campaign of two rounds a year was launched in the summer of 1979. An impressive result was achieved through this campaign. Between 1979 and 1988, 17 successive rounds had taken place and the literacy rate rose correspondingly from 7 per cent in 1974 to 71 per cent in 1988.

As far as the training of the work-force is concerned, it can be said that there is no clear training policy at

the national level. However, efforts are being made to upgrade the level of skill of workers. Workers are trained on-the-job or are sent to training institutes for refresher courses. The provision of training in the fields of management and technical and vocational occupations by the Ethiopian Management Institute (EMI), has particularly contributed to raising workers' skills and thereby the efficiency and effectiveness of the work-force in those fields.

Training also takes place abroad by making arrangements with international organizations and others mostly on an ad-hoc basis.

With the number of the openly unemployed estimated at over 500,000, it has been the objective of the ten year perspective plan to reduce the problem of unemployment by creating additional job opportunities. A number of strategies were accordingly devised. These included the introduction of labour intensive technology in development projects; resettlement programmes; provision of crash training programmes to school leavers and the unskilled unemployed and apprenticeship schemes. And these in addition to what the additional investment would have to create in the plan period. The implementation of these strategies has not been as simple as stating them. Many constraints have worked against the implementation including economic, financial, institutional and international factors.

This has led to an increased emphasis on reducing the unemployment problem. A policy committee was subsequently established to deal with this problem within the framework of the current five year perspective plan. A technical committee on "Employment and Productivity" was organised under the umbrella of the "Manpower Policy Coordinating Committee". The technical committee submitted its draft report which contained an analysis of the unemployment problem and a list of short-, medium- and long-term measures that could be taken to alleviate the problem. The report has undergone several discussions and is currently being finalised. Some of the policy measures suggested by the technical committee include:

- the creation of an employment fund to be administered and implemented by the Ministry of Labour and Social Affairs;

- the promotion of small-scale industries and services;

- resettlement programmes for the urban unemployed;

- provision of short-term crash training programmes;

- establishment of a high level employment council;

- encouraging the use of labour intensive technology in development projects;

- promotion of private sector and joint venture investment in accordance with party and government policy and regulations;

- improvement of the educational curricula, with the aim of integrating it with work and changing the attitudes of school-leavers away from white collar jobs; and

- expanding rural infrastructure and services or promoting integrated rural development programmes.

3. Manpower Planning Approaches, Data Sources and Major Activities Undertaken in the Past Five Years

The approach to manpower and employment planning used in Ethiopia is that of the manpower requirement approach. Emphasis is made on the public sector which is more or less controlled by way of production requirements. During the last five years, attempts were made to indicate the manpower requirements within the 10 year perspective plan launched in 1984-85. Establishments are also required yearly to give an indication of their manpower needs over a short period. The information is compiled at the central planning office which then makes the necessary analysis and forecasts to determine the manpower demand in the next 5 years. The supply side on the other hand, consists of gathering information on the number of yearly outputs from training institutions. Information on the unemployed job-seekers who register at employment exchange offices, supervised by Ministry of Labour and Social Affairs, is also obtained and used in the programming process.

Other data sources which the central planning office considers include the Central Statistics Authority, Ministry of Education and Personnel Service Commission. The Central

Statistics Authority undertakes occasional household surveys to gather among other things, information on the size and characteristics of the labour force. The Ministry of Education on the other hand, gathers and provides information on enrollment outputs in various fields and drop-outs.

Notable efforts were made during the last 5 years to improve the institutional capability and bring about sound manpower and employment planning. Training of cadres in the human resources planning field and acquiring facilities essential for data collection, compilation and analysis are among some of these efforts. International assistance is being sought at all levels to upgrade the institutional capacity in the field of manpower planning.

Planning units are being established in almost all establishments and are expected to be a reliable source of information on the size and type of manpower in each establishment. However, much is still left to be done inorder to realize sound manpower and employment planning.

BOTSWANA

1. The Problem and the need for manpower planning

Botswana is faced with the shortages of educated and skilled personnel, particularly in the professional, managerial and technical fields. At the same time the economy is faced surpluses of unskilled personnel mainly looking for work. These twin problems have become a matter of growing concern. While the labour force has grown, and continues to grow at an alarming rate, the capacity of the economy to absorb labour has been very much constrained. Added to this are the declining opportunities for Botswana citizens to find employment abroad and the threat of repatriation of those already working in the mines in the Republic of South Africa.

Given a population growth rate of approximately 3.4 per cent per annum, the population is expected to reach almost 1,350,000 by 1991, with the working age population estimated to reach about 650,000. According to the 1984 manpower survey, 400 persons who were employed at the time of the survey. Of these, 121, 500 were in traditional agriculture, 34,500 were classified as disguised unemployed persons. A further 24,500 were persons who were classified as visibly underemployed while some 300 persons were categorized as "other employed". It is estimated 93,100 unemployed persons were willing and available for work.

Of this number it was reported that 57,900 were actively looking for work. It is also interesting to note that of those who were wanting and available for work, two-thirds were females and most of them resided in rural areas. The majority of those who were unemployed were women, with an unemployment rate of 30.6% compared to men, for whom the unemployment rate was 19.3% during the reference period. In the rural sector, females had a higher unemployment rate of 27.4% compared to males with only 18.9%.

On the employment side, approximately 274,900 persons (or 74.7% of the labour force) were reported to be employed, including the underemployed. Nearly 40,000 (14.3%) were employed in Central and Local Governments, 15,700 were employed in the trade sector and 9,000 employed in manufacturing, mining and quarrying. About 121,500 were reported employed in the agricultural sector. The construction sector accounted for 9,300, the domestic service stood at 16,300 while Electricity and water accounted for the lowest employment figure at only 2,000 persons. These alarming demographic and labour force figures only point to the need for effective manpower planning and programming if the upward trend of the economy is to be maintained.

2. Institutional Arrangements for Human Resources Planning and Programming

The Directorate of Public Service Management, through its Manpower Planning, Budgeting and Research Division, is charged with the responsibility for human resources planning, allocation and research at central government level. In its broader context, the objective of the Division is to plan public sector human resources needs to ensure that Government ministries and departments are provided with the manpower resources to enable them to carry out development and service related functions needed to run the economy. Its major functions and duties include the formulation and development of human resources planning, budgeting and research policy; assessment of the supply of and the demand for manpower in central government; forcasting public sector manpower needs; public sector annual manpower budgeting and allocation of university graduates amongst the different sectors of the economy; the inventory of public sector manpower and skills and research and advisory role on manpower and related issues. The Division os currently staffed by a Senior Manpower Planner, two Manpower Planning Officers and a few clerical support staff.

The Ministry of Labour and Home Affairs, through the Department of Labour and Social Security, is charged

with the responsibility for human resources planning for the private and parastatal sectors of the economy. The Department has several functions and duties. These include labour market intermediaries such as employment services, labour inspection, factory inspection, training and localization, workman's compensation, work permits, labour relations, formulation of labour and wages policy and advisory role on several other manpower issues. Though the Department has a Senior Manpower Planner position under its establishment, that position is currently not filled.

Through its Department of Unified Local Government Service, the Ministry of Local Government and Lands is charged with the responsibility for human resources planning for local authorities and District Councils. The Department's main functions and duties are more or less similar to those of the Manpower Planning, Budgeting and Research Division of the Directorate of Public Service Management and revolve around the formulation of manpower policy for local authorities; determination of manpower needs, supply of manpower, budgeting, etc. This Department also has a Senior Manpower Planner, together with a few support staff.

The Ministry of Finance and Development Planning, through the Employment Policy Unit, has the responsibility for manpower planning at national level and gets inputs from other organizations involved in manpower planning to derive an economy-wide manpower scenario in terms of the supply of and the demand for manpower. It also has responsibility for advising Government on the formulation of employment generating policies, wages policies and other human resources related issues. The Ministry serves as the Secretariat to the National Employment, Manpower and Incomes Council which is a policy making body comprising of representatives of Government, private and parastatal and the rural sector. The Employment Policy Unit is staffed by an Employment Coordinator, assisted by four Senior Economists and one Assistant Economist.

Several other organizations exist which may be involved with the process of manpower planning. These include the Central Statistics office under the Ministry of Finance and Development Planning. This office collects and desiminates various types of statistical data ranging from economic, demographic, trade and customs, national accounts and labour statistics. There is also the Ministry of Education which has a Unit for education planning.

3. Activities Undertaken in Human Resources Development

In recent years four new Vocational Training Centres have been opened at Palapye, Selibe Phikwe, Jwaneng and Maun. Additional centres are being planned in the coming years. A new primary education Teacher Training College has been added to the existing colleges at Francistown, Serowe and Lobatse, bringing the number of colleges to four. The Molepolole College of Education was opened in 1994 for the training of community junior secondary school teachers. The second college of education is at an advanced planning stage in Tonota in the Central District. In the formal schooling system there have been many other expansions made to existing local training institutions such as Botswana Institute of Administration and Commerce (BIAC), National Health Institute (NHI), Botswana Agricultural College (BAC), Botswana Polytechnic and the Auto Trades Training School (ATTS). All these have seen major up gradings, not only in terms of physical facilities, but also in terms of the number of course offerings and levels of those courses.

BIAC is currently offering a diploma in accountancy programmes in addition to other courses which have been offered previously. It is planned that the Botswana Polytechnic will soon offer technical education engineering degree programmes. Similarly, the BAC is expected to offer a degree programme in agriculture. Four new vocational training centres are planned for the current plan period and some of these are already operational.

Technical education which is provided at a number of training institutions in Botswana, is aimed at producing manpower with craft and technical skills. The main institutions providing such training are the Vocational Training Centres (VTCs), Automative Trades Training School, Botswana Polytechnic and Brigades. The establishment of the Vocational Training Centres was largely in realization of the need to provide vocational and technical skills which are required by the economy and also because of the need to accommodate the large numbers of primary and junior secondary school leavers who are unfortunate enough to find their way through senior secondary and university level education. The newly established four vocational training centres are designed to offer vocational training courses varying from 3 years duration to short in service evening, day or block release upgrading courses. Each centre will in a year enroll about 300 full time students, and evening and part time students will raise this number to about 1,400 students. These VTC's offer a range of

courses from metalwork, welding to hotel and catering skills. The automative trade training school (AMTS) trains artisans in auto trades and auto mechanics. Currently, AMTS continues to achieve its planned annual output of 40 trained artisans. It is proposed to increase the output of auto mechanics at the AMTS, by fully utilizing the existing facilities through reorganization, additional workshops and classrooms over the plan period.

The Botswana Brigades combination of skill providing, cost-covering, and employment generating objectives, have proved to be a very useful experiment. The movement is an attempt to overcome certain shortcomings of the informal education system. The fundamental principles of the movement are: -

(i) vocational training shall be provided mainly for the primary school leavers outside the formal education system;

(ii) training for the needs of the individual local community;

(iii) training and productive work are to be combined so that the produce is used to help cover costs of training; and

(iv) combination of academic and vocational training both in classroom and on the job.

Brigades training typically covers a wide range of subjects such as poultry farming, textile, dyeing and dressmaking, building, carpentry, draughtsmanship, horticulture, welding, brick and block making.

In 1987, enrolment for the Brigades was reported at around 1,800 of whom three-quarters were in building and carpentry trades. With the remainder being evenly spread between six other trade tests. Courses typically lasts for three years and lead to passes in the relevant trade tests, in most cases the "C" grade.

4. Human Resources Utilization Policy

The problem of underemployment is compounded by the continued lack of development of the rural sector. While the rural sector has lagged behind the urban sectors in

prime of development and while it is characterized by a large proportion of its population being either unemployed or underemployed the number of those who are unemployed in the urban areas often run parallel to those migrating from the rural sector itself. To realize a balanced view towards development Government's strategies in this respect are simply aimed at encouraging businesses to relocate in major villages thus creating employment and income generating opportunities for the rural communities through the provision of principal infrastructure and various incentives. In addition, there are several schemes which are geared towards assisting farmers to make a living in the rural areas as well as encouraging them to be more productive. These various schemes have taken the form of the accelerated rain fed agricultural programme, commonly known as ARAP, arable land development programme (ALDEP) and rural land clearing policy (RLCP). In addition greater use is to be made of the National development bank loan scheme tied the reduction of unemployment.

Other policies such as the financial assistance policy (FAP), business advisory services which are aimed at assisting both citizen and non-citizen entrepreneurs to set up businesses in both the urban and rural areas are designed for the same purpose. So are programmes involved with drought relief schemes and labour intensive public works all aimed at the creation of job and income opportunities for the rapidly growing labour force.

KENYA

1. The Problem Area and the Need for Manpower Planning

Majority of Kenyans are directly getting their livelihood from the activities they do in the traditional agricultural sector where about seventy five per cent of the labour force, estimated at 7.5 million in 1989, were engaged. Imbalances or differentials in employment opportunities that exist between rural and urban Kenya together with the rapid growth in the urban economy have all led to a massive inflow of youth and other job-seekers to the cities. This has caused the level of urban unemployment to swell steadily and it is becoming more difficult for the economy to absorb this growing urban labour force.

To arrest this situation which had reached an alarming proportion by 1964, the Government entered into a tripartite agreement with both the federation of employers (FKE) and the Organization of the trade Unions (OTU), whic

was a short-term measure aimed at alleviating unemployment to allow for the formulation of a long term measure to tackle unemployment issues in the country. A similar measure was taken again in 1971 before the implementation of the long-term plan to expand the economy and to enable the creation of more employment opportunities. In 1965 the Kenya Government had produced a sessional paper on employment oriented strategy which as with other issues had explicitly acknowledged the existence of an acute shortage of skilled manpower.

This situation is more or less the same situation today and as such the Government has made appropriate start and a number of training programmes started up cater for all categories of manpower cutting across the entire economy. By late 1970 all training issues were vested with the Directorate of personnel management mainly in the public sector. The private institutions were somehow left to themselves to conduct their training where and as when they felt necessary. With such practices, there were bound to be duplications in skills training and hence wastage of scarce resources by both the various private institutions and Government. In early 1970s, appropriate manpower training guidelines were stipulated. Although the individual private training was still left to be done by them, the Government's involvement in their programmes increased and were regularly revised to make them get more relevant. An effective human resources planning and programming process would no doubt bring about maximum results from this relationship for human resources development as well as from the efforts to reduce unemployment.

In 1982 the National Manpower Development Committee was created with the goal to improving the level of manpower skills needed in the economy. The prime objective was to enhance higher employment opportunities. The Committee's composition was drawn from various Government Ministries, National Universities, Trade Union representative (COTU) and Employers Organization (FKE). At the time of its inception, the Committee was located in the Directorate of Personnel Management, Office of the President. In 1986, the Committee was moved to the Ministry of Planning and National Development and elevated to a departmental level.

Due to the Government's increased concern on catering to more of the increasing labour force due to the high population growth rate, it was found necessary to create a Ministry whose main objective is to handle employment

issues and policies. Thus in March 1988, the Ministry of Manpower Development and Employment was established. Its functions and responsibilities were clearly spelt out and the main goal is to develop implementable skills, through improved programmes and training schemes aimed at the creation of more job opportunities in all sectors of the economy.

As a result of the establishment of the Ministry of Manpower Development and Employment, there are now two main training organs in the country.

These are the Ministry of Manpower Development and Employment (MDE) and the Directorate of Personnel Management - (DPM). Their duties are both supplimentary and re-enforcing in nature. The DPM is concerned with training issues and policies in the public sector while the MDE is in charge of developing national policies and programmes to enhance development of appropriate skills and increase employment opportunities as well as co-ordinating training in the private sector. The two are constantly co-ordinating their functions to ensure the realization of the national objectives concerning manpower issues and thus avoiding possible duplications.

3. Recent Activities Undertaken to Support Human Resources Management

The Kenya Government has undertaken five manpower surveys since independence. The first survey was conducted in 1964. Its main target was the high-level cadre of manpower which was thought to be crucial at that time. A major manpower survey was conducted during 1986-88 period and covered all sectors of the economy and all cadres of the labour force. One of its main objective was to collect sufficient-data to allow the initiation of a "National Employment and Manpower Information System" (NEMIS).

A number of limitations and constraints were encountered during the 1986 survey. Firstly, when planning the survey the register of establishments to provide the frame was found to be inadequate and in some cases, out of date. Secondly, some respondents could not be covered because of their non-availability due to their odd working time. The third problem experienced was the wrong occupations respondents were attaching to themselves. Although the "Kenya National Occupational Classification System" (KNOCS) had been improved after the pilot survey, some occupations were still found to be either lacking in the "KNOCS" or were found to have been over-aggregated.

An annual survey of training in local institutions is conducted by the Manpower planning Department (MPD). Its coverage has increased from about 120 institutions in 1983 to about one thousand two hundred (1,200) and now includes both public and private institutions.

By use of appropriate manpower models (recently an econometric model involving two explanatory variables was used) possible extrapolations to obtain likely future manpower situation based on some salient assumptions were made. A National Employment and Manpower Information System (NEMIS) is being created to act as a data-bank for storing employment and manpower statistics by various occupations (skills) at different levels. NEMIS will store the manpower survey information and data would be obtained from ad-hoc surveys as well as the currently scattered relevant information. It is also anticipated that the collected data will assist in up-dating the "Kenya National Occupational Classification System" (KNOCS).

The Ministry of Manpower Development and Employment is mandated to map out national employment policy and to speak on employment issues on behalf of the Government. In executing this function, the Ministry constantly liaise with other Government bodies and private organizations. Constant consultations especially between the Ministry of Manpower Development and Employment and the Ministry of Labour do exist to avoid decisions which may lead to massive redundancies and subsequent adverse effects on the economy. The Government has been encouraging new investors to go for labour investments wherever possible to alleviate unemployment situation in the country without compromising the quality of their products.

4. Data Collection Approaches for Employment Policy Formulation

In order to assess the employment issues in the country, the Ministry collects pertinent information through various districts employment offices and the information sent to the headquarters for analysis. The information are collected through registration of job seekers where their particulars are recorded. Employers also send notifications of vacancies which exist in their establishments/companies and the qualifications and levels of skills of the prospective applicants they (employers) require. Arrangements to start employment counselling to those who come to register for jobs are being organized and in some cases, officials of the Ministry will visit training institutions. In some few instances, Ministry

officials will visit schools to conduct career counselling to students especially to those in their final year so as to create awareness in them of what they should expect in the labour market. This is envisaged to assist the schools' outputs in deciding on which career they would like to go to or train for. The Ministry is also in the process of producing "Districts Employment Plans" for the districts in the country. The plans are intended to let each district be aware of its potential employment opportunities endowment. Government is encouraging the establishment of both rural and urabn-small scale enterprises in creating more employment opportunities.

The National Employment Bureau Department of the MPE collects employment statistics on a continuous basis through employment offices which are distributed strategically in various regions in the country. These offices act as a link between employers and job-seekers. Under the Legal Notice No. 156 of 1977 on "Employment Service Rules of 1977", employers are required to declare vacancies they have in their establishments to employment service offices. Job-seekers are also advised to register at these offices stating what type of jobs they are suited for considering their skills. These information are then sent to the headquarters for further analysis which will facilitate the type of employment policy that should be recommended.

A number of problems are still being experienced. First, there are still some reluctance on the part of employers to declare existing vacancies in their firms. Many of them do feel that they should be left alone to decide on the method and approach of recruiting new staff in their establishments. The other problem which still exists is the centralized nature of analysis as opposed to a decentralised one where analysis are done at the field offices. The major bottleneck which has hindered the latter approach is the shortage of staff in the field offices. The criterion of analysis is gradually being reviewed in the light of more middle level officers being posted to man these offices. This is a gradual process as it calls for the availability of the right skills and accompanying equipment. In the short-run the present approach of centralization will be suffice while constantly reviewing the possibility of implementing a decentralised system. This latter approach will invaluably assist in employment planning and the type of policy to be taken at local levels in line with the "District focus for Development" approach

of Government.

UGANDA

1. Institutional Arrangement for Human Resources Planning and Programming

At the ministerial level, the Manpower Management functions are distributed among the following four core ministries:

(a) Ministry of Public Service and Cabinet Affairs

The primary department responsible for human resource management functions within this Ministry is the Department of Personnel. The overall functions of the Department are as follows:

(i) to identify training needs for the civil service;

(ii) to organize performance improvement courses through the Institute of Public Administration;

(ii) to co-ordinate and administer training offers for the public sector;

(iv) to work out terms and conditions of employment, grade of posts, promotion and other matters pertaining to employees' welfare in collaboration with the Department of Establishment and Pension.

The Department is organized around three divisions to carry out the assigned tasks: Staff Development; Training Administration; and Career Development and Guidance.

(b) Ministry of Planning and Economic Development

A Department of Manpower Planning was created within the Ministry to perform human resources management functions. The Department is presently divided into four sections: Manpower Planning; Employment Planning; Education and Training; and Research, Data Collection and Analysis. The Department is to:

- conduct manpower surveys and collect other relevant manpower data;

- participate in the determination of macro and sectoral planning frames and ensures the application of manpower criteria in the formulation of sector and national plans;

- co-ordinate TCDC activities in Uganda;

- liaise with all ministeries, departments, parastatals, and institutions, particularly the Ministries of Education, Public Service and Cabinet Affairs, Labour, Agriculture, Industry and Technology, Local Government, Makerere University, the Public Service Commission, the Management Training and Advisory Centre, Y.P.A., the Vocational Institute as well as relevant institutions and agencies in the private sector e.g. employers and workers federations, professional bodies and organisations, to co-ordinate their activities in human resources planning, development and utilization and to ensure their continued contribution to the efforts of the Department.

(c) Ministry of Education

The primary arm within the Ministry of Education which deals with the major aspects of traditional human resources management functions in Uganda is the Planning Unit. This Unit was created for "the purpose of over-all planning of the education system throughout Uganda".

The Unit is sub-divided into four sections. These are: Architectural Section, Financial Analysis Section, Statistics Section and Planning Section. Through the last two sections (i.e. statistics and planning) the Unit is responsible for the direct formulation of national education policy, projects and plans and for the implementation of those projects and plans. The Unit, through the same two sections, is also responsible to collect, compile analyse and interpret education statistics. It is further expected to study the effectiveness of the education system and suggest possible adjustments.

(a) Ministry of Labour

There are two Departments within the Ministry whose functions are within the sphere of human resources planning and programming. These are the Department of Labour and the Directorate of Industrial Training. The respective functions of these two departments are as follows:

The Department of Labour

(i) to carry out regular labour inspection of all places of employment to ensure compliance with labour laws and regulations;

(ii) to supply technical information and advise to employers and workers concerning effective means of carrying out their respective rights and responsibilities under the law;

(iii) to settle workers/employers disputes;

(iv) to collect, collate, compile, analyse and interpret labour statistics;

(v) to carry out career guidance and counselling; and

(vi) to put employers and workers in touch with each other.

Directorate of Industrial Training

The Directorate of Industrial Training, which was established under Industrial Training Decree No. 2, is charged with the responsibilities to:

(i) identify individual and group training needs;

(ii) co-ordinate and direct in-plant training (training at place of work);

(iii) train industrial workers and conduct trade testing, guidance and develop certification methods and procedures; and

(iv) carry out occupational surveys and job analysis for vocational training purposes.

(e) Other Organs

To a lesser but important extent, the Department of Community Development in the Ministry of Local Government plays a vital role of rehabilitation and training of the disabled members of the Uganda population. In four vocational training centres located in various parts of the country, the disabled are trained in various employable skills such as carpentry and tailoring to enable them lead their own lives. After their training, the Ministry of Labour, places them into employment or they become self-employed.

The Management Training and Advisory Centre within the Ministry of Industry and Technology also trains people in managerial and business management skills. It extends its facilities to participants from the private sector, parastatals and the informal sector operators. However, the limiting factor to those participants in the informal sector is their inability to afford the training fee charged by the centre. The Department is under-staffed with technically qualified personnel to handle the functions designated to it. In addition, equipment such as vehicles, photocopiers, typewriters, computers, to name only a few, have all been lacking.

In the field of education and training, there are no overall centrally harmonized human resources policies to guide education and training institutions particularly on the type of manpower required for the country. The general perception on policies is that each Ministry has tended to push its own policies without due regard to the implication those policies may have on the overall situation of the economy or on other sectors other than those for which they are intended. Worst still, the instituted policies are more often then not unco-ordinated.

2. Approaches Used for Manpower and Employment Planning Data Collection, Tabulation and Presentation

One would say that a systematic approach to Manpower Planning in Uganda is only being attempted for the first time in many years. A systematic approach would require that data be collected, processed, correlated, analysed

and disseminated in a form that could be used for policy formulation and decision making. At present, the approaches used to ensure the required data base would need to be adequately developed.

Various attempts have been made over the years at data gathering for manpower and employment planning. This could be traced from the 1959 and 1980 population censuses. Another starting point was the survey of income and expenditure carried out in 1962. Since 1980, four establishment surveys were conducted: Survey of Manpower and Training in the Ministry of Lands, Minerals and Water Resources (1982); Survey of Manpower and Training Demand in the Public Sector, (1982); Census of Civil Service Employees, (1984); and Survey of Transport Manpower and Training, (1985). In addition, a number of organizations and agencies have kept records that could provide some of the required data and information.

Available information suggest that the survey approach and administrative records are used to gather data for manpower and employment planning. These are among the traditional approaches for such purposes. However, their end results have not been as desirable as expected. Besides poor linkages between the Department of Statistics, the Department of Labour and other relevant collectors and users of manpower data, the data collection process suffers from inadequate staffing, material and logistics. These have given rise to a number of technical problems among which is the poor planning and disintegration of survey activities and hence, the unreliability of the results.

The approaches used for tabulating data are also of the traditional types. Efforts are being intensified to develop the later capabilities in view of the on-going Manpower Survey. The ICL-M529 Computer at the Uganda Computer Services (UCS) of the Ministry of Finance is to be used to process the survey data. The UCS facilities include thirty-six (36) DRS.20 multi-purpose working stations will be used.

3. Major Manpower and Employment Planning Activities Undertaken

Most of the significant activities in the area of manpower and employment planning were carried out during the last three years. Between 1984 and 1986, the necessary planning and negotiation for undertaking a series of activities were initiated and in some cases, concluded.

More importantly, Government was interested in finding ways for strengthening the institutions for human resources management. By 1986 the stage was set and the following major activities undertaken:

- A National Manpower Survey;
- A Census of Civil Servants 1987;
- A National Manpower and Employment Planning Staff Development Workshop 1987;
- An Education Policy Review Commission 1987;
- A Visitation Committee to Makerere University 1987;
- An ECA Technical assistance mission July 1988;
- A Public Administration Performance Improvement Project 1986;
- A Public Service Reorganization Commission 1989.

Despite these, much work at strengthening the process of human resources management would still be needed to undertake more pressing activities.

ZAMBIA

1. Institutional Arrangements for Human Resources Planning and Programming

Key organizations at the national level involved with human resources planning include the National Commission for Development Planning, Ministry of Labour, Ministry of Social Development and Culture; Ministry of General Education, Youth and Sport and the Ministry of Higher Education, Science and Technology. Major agencies with a sectoral approach are Cabinet Office (for the civil service); Personnel Division (also for the civil service); ZIMCO; INDECO; and ZCCM (the last three represent the parastatal sector). Lack of effective overall coordination has thus led to a situation where the above mentioned agencies have not worked closely with each other. Policy harmonization and co-ordination of human resources development and utilization at the national and sectoral levels greatly depend on an effective institutional set-

up. To this end, initiatives to establish a National Manpower Council (NMC) to be charged with the responsibility of initiating the implementation of national manpower development and utilisation programmes have been taken by Government. The National Commission for Development Planning will serve as the secretariat to the Council.

The National Commission for Development Planning (NCDP) through its Human Resources Planning Department, is responsible for formulating national plans on manpower and employment. The Department collaborates with other departments and institutions and organizations of national importance in its formulation of manpower and employment plans, which become integral parts of overall national development plans. To a very slight extent, the Ministry of Labour, Social Development and Culture is partially involved with employment planning. The Ministry operates employment exchange offices and collects data from these offices but usually the data is only for reporting purposes rather than for planning purposes. In general, the Department of Labour regulates Government policies on employment in the country, and deals with matters concerning the welfare of workers at places of work. Research on prices and incomes in the country is done by an autonomous Government agency known of the Prices and Incomes Commission.

At the economic activity sectoral level, manpower and employment planning is indicatively done by the various Government Ministries responsible for such sectors as agriculture, manufacturing, mining, energy, transport, health, commerce and the environment. However, these sectoral ministries do very little by way of manpower and employment planning primarily due to difficulties they often encounter in getting the necessary data and information from other ministries.

Manpower planning is consciously undertaken by large employers like the Zambia Industrial and Mining Corporation Ltd. (ZIMCO), Zambia Consolidated Copper Mines Ltd. (ZCCM), Industrial Development Corporation Ltd. (INDECO). Most institutions and organisations only perform part of the manpower functions and it is usually concerned with the personnel management aspect of the exercise. The organisations that have been cited as performing manpower planning consciously have specialist departments that carry out the manpower planning functions.

The Government as the major employer on the other hand has numerous difficulties in co-ordinating its manpower

planning functions. The principal institutions of the Government for manpower planning are the Personnel Division, the Department of Manpower Development and Training (DMDT) and the Ministry of Finance. The Personnel Division keeps the staff register of civil service employees. It regulates the conditions of service of civil servants. The DMDT is primarily responsible for identifying training needs of the civil service and placement of civil servants in training programmes. At present the Department is more concerned with the placement of trainees in training programmes and scouting for scholarships. Parastatals organizations undertake manpower planning in similar manners as to what goes on in the large private firms. They rely on market forces though the exercise is a bit restricted to personnel management and the manupulation of incentive packages.

2. Operational Linkages

The existing operational linkages between the central manpower and employment planning agencies and sectoral units responsible for manpower and employment planning are rather weak. The role of each agency in manpower and employment planning seems not to be clearly understood nor specified. More specifically, there is a need to improve the existing operational linkages between the central manpower and employment planning agencies and sectoral units responsible for manpower and employment planning. Data flow amongst agencies is one aspect that requires streamlining. High on the agenda for improving the linkages should be the training of a capable cadre to effect the flow of data amongst agencies. Another important aspect is that as much as possible reports must be circulated to a wide audience. Operational procedures should also be standardized as much as possible.

3. Manpower Utilization Policies

The administration of employment policies in the country is mainly done by the Ministry of Labour, Social Development and Culture. Policies concerning manpower development are managed in one way or another by the Ministry of Higher Education, Science and Technology; the Ministry of General Education, Youth and Sports and the Cabinet Office. The broader spectrum of policies guidelines are formulated by the country's political party every five years and are generally issue specific in nature.

The problem of unemployment exacerbated by both the shrinking economic opportunities and the growth in the

labour force (estimated at 4.0 per cent per annum) has refocused national employment policies. Formal sector employment would have to grow at an annual rate of 15 to 17 percent in order to absorb the new additions to the labour force. This is a task that cannot conceivbly be achieved in the short to medium term period. In the absence of employment opportunities in the formal sector (consisting of officially registered and licensed economic activities and business) a large section of the labour force is compelled to resort to other activities generally referred to collectively as the informal sector.

The Fourth National Development Plan (FNDP 1988-1993) predicts that the formal sector will not generate enough employment to meet increased demand. Consequently, the informal sector, particularly subsistence farmers in rural areas and own account and family workers in urban areas, will continue to provide the basis of the strategies. Provision of incentives with the aim to enhancing productivity and incomes in the informal sector will have to be taken more seriously. Consequently, the major policy objective for manpower utilization as specified in the plan is the formulation and implementation of appropriate strategies and programmes aimed at generating more employment with particular attention paid to the informal sector.

(b) Major Issues Arrising from Country Experiences

Institutional and staffing weaknesses have limited the various human resources planning and programming organs capabilities to perform their task effectively. This existing state of affairs does not lend itself to the development and administration of national human resources policies. Two fundamental issues emerged from the presentation and discussion. If they are not addressed, their impact could erode the foundation being built within the subregion for a systematic human resources management process.

First, various parts of a comprehensive machinery for manpower and employment planning existed in all of the countries represented. What was now needed was putting the various parts together in a co-ordinated manner and creating the required operational linkages. There was a need for decentralization of functions when fitting the parts together, and ensuring the equitable distribution of jobs within and among the various sectors of the economy. Secondly, the process were often destabilized by weaknesses that are rooted in personality and ministerial conflicts and poor technical and administrative capabilities. These arose mainly from the lack of clearly defined functions and greater interaction between the various responsible officers.

Critical issues identified in these reports related to (i) the integration and harmonization of clearly defined and delegated functions; (ii) employment creation and management strategies that would take into account a growing inadequately trained labour force and the manpower needs for the development of the rural and agricultural sectors; (iii) increasing governments awareness of the importance of human resources in the development equation and the role that could be played by the informal sector in dealing with the growing problem of unemployment and (iv) the complexities and approaches of localizing the work force some of which were heavily dependent upon imported high priced manpower.

Most of these issues were further discussed in the general lectures which followed the country papers presentation and subsequently by the working groups.

C. Consideration of Issues Relating to Human Resources

C. Consideration of Issues Relating to Human Resources Management

1. Human Resources Planning and Programming in the USSR: Reasons and Prospects

The Soviet experience in human resources management and prospects for the future in the light of on-going reforms, were shared with participants for a two and a half day period. A number of papers were presented and general discussions held on them. Views were exchanged and suggestions on approaches and strategies for dealing with the most pressing problems made. Participants were urged to review and analyse the Soviet experience and derive applicable lessons for their work at home.

Speakers during this session were:

Dr. [illegible]	Senior Researcher, Central Manpower Resources Research Lab.
Prof. M.L. Levitsky	Section Chief, State Pedagogical Institute
Dr. Ye V. Kaplin	Deputy Head, The USSR State Committee for Education, Planning & Economic Administration
Dr. M.I. Talalay	Senior Researcher, Central Manpower Resources Research Lab.
Prof. A.M. Nochevnick	Lecturer, Institute of the International Working Class Movement
Prof. V.G. Kostakov	Director, Institute of Economics, USSR State Planning Committee
Dr. I.G. Ushkalov	Senior Researcher, Institute of Economy & the World Socialist System
Dr. A.S. Milovidov	Leading Specialist, USSR State Planning Committee
Dr. N.S. Zenchenko	Section Chief, Institute of Productive Forces Studies, USSR State Planning Committee

General issues were raised during the presentation and the general discussion that followed. Generally, there issues centred around human resources development and employment management; problems and prospects of demographic forecasting for economic planning and labour mobility and youth unemployment. A summary of observation and conclusions made with respect to each of these three topical areas is as follows:

(i) Human Resources Development and Employment Management

One of the two critical changes that were taking place within the framework of the on-going reforms which could alter the strategy of human resources planning and programming in the USSR were changes in the mode of investment and the development of various forms of property ownership. With regards the former, one speaker noted that implicitly there were three critical issues. One, the structure of employment in different sectors and inter-sectors would have to undergo change. Two, there would be the need for massive release of manpower from one sector to the next. And

three, the emergence of territoral disparity in the deployment of industry and labour was inevitable. Speaking on the new forms of property rights, the point was made that equal rights will have to be given to co-operative property rights. There were however two implications. First, new phase of employment would be needed to take place and secondly, labour management proceedures and practices will have to be revised and new legal methods for labour utilization instituted.

A critical link to all this would centre around policies of creating a quality workforce. Here, the entire structure and outlook of education, professional training and retraining of manpower would need to undergo a critical re-examination on a step by step basis. It was pointed out that basic to the development of quality human resources was the need to revise organizational concepts with focus on the new generation of workers and the structure of education.

Several possible problem areas could emerge resulting from the inter-play of internal and external conflicts on the one hand, and the conflict between the provision of quality and quantity education. Those identified within this matrix, were as follows:

First, how to ensure that the best use of workers' free time was made. The level of education was considered as a major factor and that that level was to be determined by the type of modernization, the demand for professional mobility, and the ratio of social function to economic function. It was noted that the USSR was faced with two options in this regard: to embark upon a comprehensive secondary education or to develop the complete personality of the person. The bottom line was the need for a democratic process and one that was in harmony with development.

The second possible problem area related to planning of the general content of education. The choice would boil down to over-booking the existing education programme, or making the contents more functional in approach. With the later, contemporary students, who generally are eager to know the purpose of doing a particular subject, demands will have to be catered for. An associated problem is that of planning professional education and specialized education within the secondary school system.

The implementation of the newly developed education system could present the final possible problem. School materials would need to be developed and the economic mechanism put into place for ensuring the proper functioning of the schools. The main issues would be finding and exploiting the sources of the required resources; instituting a teacher training programme and measures

to retain the teachers once trained and employed; and ensuring economic efficiency in public education.

On the question of employment management, speakers re-appraised the past policy of social justic, equality and full employment noting that the term "unemployment" was indeed new in the USSR and could influence future human resources planning and programming in the country. It was emphasized that an effective employment management process would require the establishment of an appropriate legal base, an organizational base and an economic base.

Two other conditions for ensuring full employment which was put at a range of 6-8 per cent, were also identified. These were: (i) bringing into balance employment requirements and the system of training and retraining; and (ii) the provision of professional guidance for able-bodied persons to receive the appropriate level of training.

Accordingly, manpower and employment planning is becoming more and more relevant in the USSR. Recent signals of labour discontent due primarily to low motivation; poor working conditions and meager wages and salaries, would require new legislation on and new consumer market structures. Strategies to deal with the problem of excess labour in existing enterprises which became pronounced only in the wake of enterprises introducing cost accounting system, will have to be formulated. These will have to be built in the overall development and reformation strategy.

The relevance and purpose of education within the framework of economic efficiency and development was raised. The need to balance individual rights to education from the social view point against gearing education towards productive employment was stressed. The balance was said to be necessary as both sides were very important indeed. A view expressed was that the purpose of education was to fit the educated person into society as well as to make that person a useful member in society. The critical question was how to bring about the desirable balance.

Participants were informed that the State Committee of the USSR for Public Education was charged with the responsibility to bring about such a balance. Planning activities were now being focused on two aspects: pre-school and general secondary school education; and specialized and vocational school. And unlike in the past, more decentralized planning would now be embarked upon with the institutions initiating their own plans.

(ii) Problems and Prospects of Demographic Forecasting

Demographic forcasts which yielded data on future population size, the rate of growth, forthcoming changes in the age and sex

structure, geographic distribution in terms of places of residence, migration, etc, was said to be an indispensable component of social predictions and economic planning. The sum total of the social, economic and political conditions existing in society were determinants of the demographic processes. Therefore, scientific prediction in population dynamics could not confine itself to formal long-term calculations.

The point was made that in socialist society which based its development on single state plans, demographic forecasting had a most important place in pre-planning groundwork. The number and structure of future manpower resources, and assess society's probable requirements in commodities and services were determined largely through forcasting. At the same time, planned distribution of productive forces, development of the social infrastructure, territorial redistribution of the population (migration), higher living standards of the people, etc. should be taken into account as initial demographic development hypotheses were elaborated and a long-term variant of population calculation chosen.

Participants were informed that in the USSR, demographic predictions form an important component part of the comprehensive programme of scientific and technological progress. Demographic forecasts data covering republics, economic regions, and large cities made it possible to plan and implement comprehensive measures aimed at levelling social distinctions within territories. Demographic predictions were extensively employed in the elaboration and implementation of most important structural elements of long-term planning, i.e. comprehensive target-oriented economic programmes, such as the Food Programme, Commodities and Consumer Services Development Programme, and others. If a detailed demographic forecast was lacking, it was impossible to plan the development and distribution of social infrastructure projects, such as schools, child-care centres, hospitals, consumer services centres, public transport, culture facilities, as well as training of teachers, doctors, etc.

A special part in a demographic forecast dealt with number estimates of age, sex, education, skill-occupational structure of able-bodied population, that serves as the basis for the elaboration of long-term manpower resources balances for the entire country and for individual region.

Planning in the social system also depends on demographic prediction's data. As the number and the share of senior citizens in the population grow, forecasts showing the number of pensioners, of their family status, health condition and opportunities for

employment acquire a special significance. Changes in the age composition of the population have a pronounced effect upon the scale and structure of disease incidence. Demographic predictions help determine long-term requirements in special forms of health care and properly plan health care development. Very important for planning are predictions of such socio-demographic indexes as population's structure in terms of social groups, sources of income, national composition of the entire population of the country and in separate regions.

A demographic prediction must undoubtedly be as definite as possible to be of practical value. However, since population growth depends on a variety of objective causes and even that demographers can envisage but cannot predict with chronological precision, a forecast in a number of substantiated varients is quite acceptable.

The time-span of forecasting has featured prominently in publications on demography during the recent period. The question of what is a short-term, or long-term forecast is not at all a technical one. Certainly, a population forecast for 5 or 10 years in any case is a short-term one, compared with the speed of demographic processes, that is more effectively measured by generations. A 20 to 30 years' forecast, quite recently considered a long-term one, should be viewed as a medium-term prediction, occupying a place between short-term predictions, and forecasts for exceding the boundaries of one generation.

The main variable in all forecasts is forthcoming shifts in the birth rate which today is the principal factor shaping population's age structure and depending on it in its turn; but mostly it depends on the number of women of the reproductive age (from 15 to 49) and their fertility, which allows for rather a wide range of plausible predictions. The issue of the time-span limit of the scientifically substantiated forecasting is still debated by scientists, and extreme points of view have been put forward.

(iii) Approaches for and Complexities of Releasing Redundant Labour and Youth Unemployment

In the socialist society the release of manpower is executed by means of a complex of organizational, socialeconomic and legal measures, carried out on all levels of the national economy and on each territory of the country. The problems related to the release of workers, their retraining and employment were said to be decided in accordance with the labour laws and the USSR Law on a state enterprise. When releasing workers due to the work places rationalization measures, it was necessary first of all to employ workers in the enterprise, trying to increase the output of the products needed by the national economy while ensuring high quality, and effective utilization of the production potencial.

Participants noted that the training and the retraining of released workers was carried out on the enterprises own training course or on contract conditions with secondary vocational schools, higher and secondary special educational institutions and enterprises. The release of manpower in the sphere of material production will enable to speed up the development of non-production sphere branches, which will require to direct the bulk of the released workers. A set complex of social guarantees and privileges for released workers was said to be put in place by the Government through a decree adopted by the Central Committee of the CPSU, the USSR Council of Ministers and the All-Union Central Council of Trade Unions in 1987. The most important of these guarantees was to ensure full employment of the population.

While handing the released citizens, it was important to provide a comprehensive account of their profession. In every specific case it was necessary to determine if it was advisable for the released worker to change his/her trade. Sometimes the task of the professional orientation was not the change of the trade but its preservation. On the other hand, if the former profession were not advisable to preserve, the selection of a new trade would be arranged in such a way, that the skills accumulated during the process of work in the available trade, be possibly taken into consideration.

Speaking on youth employment, participants were briefed on the public appeals system. This was a form of a public organization to deal with territorial manpower redistribution, ensuring the possibility in brief periods to provide with the staff the most important national economy projects. The major contingent, distributed by public appeals, is the youth. Public appeals were said to be based on the account for and the planned utilization of such traits of the youth.

The employment of the youth, having graduated from secondary general education schools, was exercised by organs responsible for labour and social issues (usually by the population employment department) in contact with Komsomol organs. The immediate organization of the school-leavers employment included:

- the collection at enterprises and organizations information on their current and perspective demand for manpower, its generalization and the direction to schools for the pupils professional orientation;

- explanation to school children regarding existing employment procedures;

- the preparation of the information materials for the youth, their parents and teachers, where it is indicated what enterprises and in what trades may a job be offered for

school-leavers, the conditions of work, the size of wages, etc.

The final stage of employment is the selection for a school-leaver in the employment centre of a concrete place of work. At the selection of the place of work and trade, school-leavers are interviewed by specialists of the territorial centres on the youth professional orientation, exercising the professional information, consultation, selection of the youth and assisting them in the professional adaptation.

A major issue raised was that of the frequency and pattern of labour movement. It was admitted that labour mobility was an indispensable element. A second element was stability. Stability in all respects was said to be inevitable. To achieve stability in relation to the enterprise, motion in other directions was necessary. If an honest worker does not get a qualification growth and a position promotion, the improvement of living conditions, it may lead to the decision to change the place of work.

The system of employment management rested on the organizational structure through which the distribution and redistribution of manpower was executed. The important units of this system in the USSR were formed by the centres on population employment, retraining and professional orientation, set up in big cities, as well as by departments on population employment. The complex solution of issues concerning the improvement of the manpower distribution and redistribution was directed in the USSR at the formation of this system.

2. Human Resources Policy Formulation and Administration

This topic was presented by Dr. Moga Mohamed, economic affairs officer in the Human Resources Development Section of the UNECA. He noted that the establishment of a comprehensive national manpower policy should be regarded as an initial step in social and economic development planning processes of any nation. He linked the establishment of such a policy to the issue of policy administration which he said incorporated two broad elements. First, there was the need to initiate, identify and formulate broad and operating manpower objectives; and secondly, the need existed to adopt and pursue concrete actions for the attainment of these objectives. As it were, comprehensive African national manpower policies had not appropriately dealt with manpower policy formulation and administration in any systematic way. The effect of this had not only constrained manpower planning, development and utilization, but had also constrained overall national socio-economic development planning.

A number of issues and questions related to the initiation, identification and formulation of national manpower policies were considered. Major questions identified included the following:

- What operational constraints were being experienced in the management of human resources?

- What were the objectives and goals of a manpower policy?

- What were the crucial factors to be taken into account when manpower objectives, goals and policies are being determined?

- What steps and strategies were needed in the identification and formulation of manpower policies?

The issues involved with each of these major questions and their implications for initiating national action were discussed. More specially, participants first considered problems, the objectives and expected goals of a manpower policy. Secondly, they reviewed factors that would need to be taken into account during the determination of manpower objectives, goals and policies.

With regards the first issue, it was agreed that generally a policy package responded to specific problems

and provided the necessary guide for making administrative decisions in dealing with the identified problems; a nation or organization's view point and vision. Policy was an established way of directing specific actions in dealing with specific areas of concern; and should contain the legal authority and institutions for executing those actions. In view of these, the rationale for initiating and formulating national comprehensive manpower policies was to provide the guidance for effective planning development and productive utilization of human resources; minimize duplication of national efforts and waste of resources; and provide a basis on which different national human resources development and utilization programmes are integrated, coordinated, monitored, evaluated and adjusted for maximum results. The point was therefore made that a well formulated manpower policy should embody an outline of goals and objectives specifying a series of steps and procedures by which action can be taken to execute, adjust, regulate and/or manipulate the development, allocation and productive utilization of human resources.

Factors related to the positive and negative impact of population growth on economic growth and development and those relating to the type of desired and established national political, social and economic objectives would need to be taken into account when manpower policy goals and objectives were being determined.

In relation to the first set of factors, it was now generally accepted that natural changes in the characteristics, structure, size and composition of the population ought to be observed, analysed and considered in the light of national needs and resources when national manpower programmes were being formulated. This was necessary because the direction, consistency and magnitude of these changes would have implications for the development and structure of education and training facilities as well as for guiding and manipulating equilibrium conditions in both the labour and products markets.

Consideration of the second set of factors was said to be crucial to manpower policy formulation for two reasons. First, the summation of national political, social and economic objectives was equivalent to the set of over all national development objectives. What was critical here is that in the absence of a coordinated planning programme or of an adequate national planning machinery and capabilities, the identified political social and economic objectives often came into conflict with each other. In

such a case, the totality of the conflict needed to be diagnosed and the findings reflected in the formulation process of manpower policies.

The second reason pointed out was that the realization of political, social and economic objectives which are meant to raise the level and quality of human life depended in part on the strategy by which the nation's human resources were mobilized, developed and utilized. Thus formulated manpower policies should be aimed at the realization of the stipulated political, social and economic objectives. To achieve this goal, not only should these various objectives be studied during the formulation of manpower policies, but a careful analysis of the environmental factors such as institutions, and legislation, which surround the formulation and realization of these objectives, should also be made.

Three critical areas towards which a manpower policy should be directed were also identified and discussed. It was noted that a comprehensive manpower policy should be directed towards manpower planning and programming; education and training and employment and labour productivity. These would need to be done within the national planning framework. More importantly was that for each of these major policy areas, interrelated goals and objectives as well as the necessary steps and procedures for their accomplishment, should be determined and established. Granted that these goals and objectives could differ from country to country, there were certain broad elements which related to their determination that were therefore common to nations. These would need to be considered to provide the necessary guidance in the formulation of a comprehensive national manpower policy.

Speaking on manpower planning and programming, it was emphasized that the establishment and operation of an effective institution for manpower planning and programming for national development was considered as an important element within a comprehensive national manpower policy. As such, a national manpower policy should contain a clear statement on the steps, strategies and techniques for initiating and implementing the process of national manpower planning and programming. The importance of this exercise was that manpower planning provided the basis for establishing the necessary linkages between manpower development and manpower utilization policies, programmes and strategies.

The general focus of manpower planning and programming as a policy area should therefore be geared towards the consideration of the impact of population dynamics on the process of economic growth and income distribution within the nation. Pertinent questions raised were the following:

(i) To what extent could planning and ongoing socio-economic development and investment activities absorb or utilize appreciably a growing or diminishing population?

(ii) Are the administrative and technical capabilities and/or potentials in place within the respective nations to transform a rapidly growing population into a group of active producers as well as effective consumers; and if not, how best could that be brought about?

(iii) What were the qualities, compositions, structure, trends and frequency of population movements within and outside the nation; and how could this phenomenon be incorporated into the formulation of manpower development, allocation and utilization policies?

(iv) What types and structure of institutions and legislations were required to allow for the appropriate analysis, guidance and coordination of the issues raised in questions (i), (ii) and (iii) above?

On education and training it was said that a comprehensive manpower policy should be clearly directed towards the establishment, legitimation and operation of institutional and functional facilities to provide mandatory formal and non formal education and training programmes for the nation's population. To be systematic and continuous, the policies should originate from an acceptance of a planned change rather than from ad-hoc circumstances. As such, policies arose from the need to:

(i) ensure that present and future workers do attain appropriate levels of knowledge, skills and attitudes for a given occupation and profession;

(ii) regard the entire population as potentially productive and therefore, an asset that should be trained, effectively deployed and retained

for increased productivity;

(iii) recognize that education and training outlays were an investment and hence, the process should be systematically planned, continuous and linked to the world of work;

Accordingly, the need was stressed that to address these principal considerations, it would require that the scope of a manpower development policy generally embrace and define explicitly the following key elements:

(i) the required organization or institutional machinery capable of developing, executing, monitoring and/or coordinating all education and training programmes in the country;

(ii) the need for training to be systematically approached and based on frequently identified needs;

(iii) the specification of the kind, content and levels of courses and programmes to be offered together with their timing and duration in relation to required and projected quantitative and qualitative national employment and productivity targets and goals;

(iv) the identification, mobilization, training, appropriate placement, utilization and retention of adequate teachers and trainers together with the identification and determination of target groups to be developed by geographic and occupation stratification; and

(v) mobilization of institutional resources and setting of standards of performance to ensure that high quality manpower is their output; and that the output of uncertified/unrecognized institutions does not negate national policy objective for quality.

Regarding employment and labour productivity, the point was made that manpower policies aimed at achieving an efficient utilization of a nation's human resources

should be centered around the management of employment opportunities and on increasing labour productivity. What was noted was that the management of employment opportunities embraced: the continuous restructuring of existing jobs in the light of changing technologies and demands; the creation of new productive job opportunities to absorb the employment demands of a growing population; and the allocation and matching of skills and jobs to ensure a systematic mobility and diversified utilization of the nation's labour force. Productivity enhancement activities on the other hand, was said to embrace the identification and further development of basic work-oriented skills and attitudes; determination and provision of necessary financial and environmental incentives to those engaged in productive income generating activities; assurance of the availability of basic health and social facilities which in themselves are factors in enhancing the quality of human resources; and adoption of appropriate monetary and fiscal measures to facilitate the appropriate balance between capital formation and labour utilization.

Basic questions which must be addressed within the context of formulating a comprehensive national manpower policy so as to ensure an effective utilization of the nation's human resources were also raised. Included in these were the following:

(i) What was the minimum socially and economically acceptable unemployment rate and how best could this minimum rate be achieved, maintained and if possible, improved upon?

(ii) What was the desirable labour force participation rate and which groups (i.e. women, handicaps, youths, etc.) of the population should be considered and mobilized into this active and productive labour force?

(iii) What types, contents level and duration of on-the-job and apprenticeship training schemes should be developed and used as viable compliments to national education and training programmes?

(iv) What were the relationships between monetary and fiscal policies on the one hand; and the development of technology and labour and capital substitution on the other; and how best could these policies be structured so as to ensure optimum utilization of the labour force?

(v) How institutionalized were factors such as worker's security and safety, employers' hiring and firing practices, workers' rewards and bonuses, workers' health and housing standards and workers and employers' organizations; and how could these be improved upon, coordinated and incorporated in the overall manpower policy package?

Two major observations were made from the issues presented. First, the mere formulation of a comprehensive national manpower policy was a necessary but not a sufficient condition for ensuring the achievement of self-reliance in the planning, development and utilization of human resources. More important to the accomplishment of this requirement was also the establishment of institutions and the undertaking of actions supported by appropriate commitment geared towards the approval, rectification, dissemination and implementation of the formulated policies. Secondly adopted comprehensive manpower policy should benefit from an efficient and functional machinery with sufficient legal and operational authorities and clear definition of functional relationships and responsibilities for the planning, administration, implementation and coordination of all activities related to manpower development and utilization and policy execution.

It was agreed that the issues raised be further discussed by the working group which would deal with policy matters.

3. Report of the Expert Working Group on Institutional Requirements for Human Resources Planning and Programming

The report of the expert working group was presented by Dr. Eleazar Iwuji, Manpower and Employment Planning Expert with JASPA. Mr. Yahon Auto Omotto served as the moderator. Dr. Iwuji indicated that the group was composed of Mr. Jack Seal Jr (ILO); Dr. F. Mwima-Mudeenya (PCAMT); Mr. Noel Kulemeka (Malawi); Mr. Alphonse Gombe (IRDA); Dr. Eleazar Iwuji (ILO/JASPA); and Dr. Toga McIntosh (UNECA).

Participants were further informed that the present workshop had resulted from ECA's efforts in following up on one of the major conclusions reached by the group, that conclusion, he said, had called for a workshop at which senior manpower planning officials from within the Eastern and Southern African subregion would get together to

critically examine the findings and conclusions of the group. We then singled out other major conclusions reached during the meeting with regards to each of the key areas and called upon participants to consider in detailed these conclusions particularly within the context of their personal and professional experiences.

The first conclusion identified was that to create a unified human resources management structure from existing traditional institutions through merging in a non-cohersive and non-coherent manner could prove to be a fruitless exercise. As the group had observed, there was often a marriage - divorce relationship existing between organs in an attempt to form a unified structure for dealing with human resources management issues. It was felt that this merging exercise needed to be examined more critically on the grounds that there was little evidence to show that where such merging had taken place, the results had not been as effective as would have been desirable. Two possible explanations were advanced. On the one hand, human resources management activities were horizontal in nature while most other sectoral management activities were vertical and generally cater to a defined clientale. Consequently, by merging the human resources management function with a vertically-oriented sectoral Ministry often resulted in a non-solidified form of relationship. On the other hand, merging exercises were often done in an unintegrated manner. Functions and activities were not realigned and more often than not, the merging units were left in their original physical location with little or no interaction between the merging units.

The second conclusion was that the place of location of human resources management functions should be one that could vibrate a self-generating cohesive power or clout. The main point was that vital to the issue of location was the need to ensure that the outfit had a cohesive and self generating power or clout that would guarantee the implementation of programmes and policies. The bottom line was seen as one of public administration, resource allocation and authority.

The group had identified several factors as those that could provide the necessary clout. Prominent among these was the question of the relationship between the personalities involved at the top of the organ and the Head of Government. While this could be proved useful, it was viewed as not being suitable for generating a self-sustaining cohesive power. A second factor related to the development of a core of well trained, experienced and motivated staff that could command respect and establish

a harmonious working relationship at all levels of sectoral hierarchy. This was time consuming, expensive and required a deliberate programme for staff development, career development and productivity enhancement. Thirdly, the issue of sensitizing the power broker and mounting a broad base awareness campaign for national policy and decision makers to fully accept the fact that the human initiative is the sine quo non for development and hence, the center piece of it all. A fourth major factor concerned the institution and reinforcement of appropriate legislation that would marshall responsiveness and accountability in respect of implementing established human resources management programmes. Vital to this were the questions of inspectorate capabilities, penalities, fair play and logistical support. A fifth major factor related to the ability of the organ to control the flow and allocation of production factor - inputs particularly finance and labour. Here the issues of endorsement, certification, auditing, allocation and monitoring would provide the stimuli. A sixth factor related to the distance of the organ from the Head of Government's office. Within that office the power could be emmense; but the over growth of the office could be a constraining factor.

The third conclusion tabled related to the choice between creating a Ministry of human resources or placing the human resources management function within existing ministries. It was said that the choice practically depended mainly on the administrative and developmental potentials of a particular country. The group felt that the issue of location arose out of two difficult and at times contestible questions. First, should there be a Ministry responsible solely for human resources management and if so, what should be its relationship with existing Ministries that were responsible for labour, social affairs, education, training, public service employment and development? Second, should the functions of human resources management be decentralized, and if so, what needed to be done, how to go about doing that which was to be done and where should they be placed?

Participants were informed that in order to consider the above questions, the group had reviewed human resources management structures and their evolution in Kenya, Lesotho, Liberia, Malawi, Nigeria, Tanzania, Uganda and Zimbabwe. It was felt that countries differed in population size and participation, administrative institutional clusters and responsibilities and the level and stock of available

trained and experienced human resources planners and statisticians and financial resources. This fact could make a difference as to whether or not national human resources management functions be concentrated in one Ministry or assigned to various key ministries. What was therefore a more meaningful approach in dealing with the choice of location issue was the creation of a strong and powerful human resources management team whether the members were placed under one roof or working from various inter-connecting blocks of flats.

Finally, the group had concluded that there was the need for a four level organ structured in an integrated manner to manage the entire human resources management process. These levels are to be concerned respectively with broad policy setting; the initiation and monitoring of those policies; and the macro and micro day-to-day operation of the system. The four considered were:

(i) A National Human Resources Commission as a policy organ;

(ii) A National Human Resources Management Committee to initiate and monitor policies;

(iii) A central organ for human resources management to undertake the day-to-day human resources management function at the national level; and

(iv) Sectoral human resources planning organs in both the public and private sectors.

In the discussion which followed, a number of observations were made. The point was made that among the contributing factors for the poor operational linkages existing between the various arms of the human resources planning and programming machinery was the tendency for each ministry to guide what it had considered to be its functions. One participant spoke of the secondary status usually accorded to human resources management issues and institutions in relation to other sectors such as finance. He stated that no matter how hard practitioners devoted themselves and came up with suggestions for creating adequate planning and programming machineries, the end result rested with high-level government decision makers who, he said

were not fully aware of the importance of the human factor in the development process. Also on the question of co-ordination, reference was made to the role existing institutions could play if properly guided. The tendency to request for the formation of new institutions was now becoming fashionable. Perhaps what was needed most, was the proper co-ordination and strengthening of the many organs that were presently dealing with human resources planning functions. This approach was felt to be a more useful one in the institution building exercise.

Commenting on the need for a central ministry of human resources, a view was expressed that the exercise would need to be done with care. One of the burning issues of planning was the integration of the process of human resources planning into the process of development planning. With a creation of a separate ministry away from the Planning Ministry for example, create possible conflict and problem in relation to the process of integration. Another view questioned the need for creating the structure itself. What was thought most crucial was the need to do the functions that were needed to be performed. One point that was fully discussed was the observation of the working group on the method and approach for consolidating the various function in a unified system. What was agreed upon is that the method and approach to creating a unified structure from existing traditional institutions through merging should be done in a cohesive and coherent manner for the exercise to be fruitful.

It was decided, that most of the issues associated with the institution building exercise would be discussed in the working group session.

D. Working Group Session

Participants agreed to discuss two of the many critical issues that had emerged from the various presentations and discussions. The two were concerned with (i) labour mobility and the efficient use of human resources, and (ii) the question of human resources policy formulation, co-ordination and administration. Accordingly, two working groups were constituted and work for two days. Each of the group worked within certain framework and presented a report highlighting the main associated issues, observations made and conclusions reached by the members of the group.

Group A considered the issue of labour mobility paying particular attention to (i) factors that influence the trend and pattern of labour mobility; (ii) the relationship between mobility and productivity; and (iii) the role of the manpower planner in bringing into balance labour mobility, labour stability and productivity. The consideration of issues such as age and mobility, trade-offs between mobility and productivity and nature and consequences of mobility within region, between region, within occupation, between occupation, etc. provided the group with the basis for its discussion. The group was composed of the following persons:

(1) Ms. Mamotseare Mphutlane (Chairperson)

(2) Mr. Urgessa Bedada

(3) Mr. A. Ojja-Andira (Rapporteur)

(4) Mr. Yashon Audo Omotto

Group B considered a number of issues which are associated with the whole question of human resources policy management. These included: (i) the interrelationship between human resources and development (ii) strategies and approaches for the effective management of human resources policies; and (iii) institutional and operational arrangements for ensuring the formulation, co-ordination, administration and execution of the policies. To guide the discussion, the group paid particular attention to: (i) the identification of critical manpower policy areas and the relationship between each of the identified areas and development objectives and requirements; and (ii) the identification of factors that could promote or constrain the process of policy management. The group was composed of the following persons:

(1) Mr. Lukwesa Kaemba (Chairman)

(2) Mr. Seleshi Bneyew

(3) Mr. J.C. Ssentamu

(4) Mr. Molebeledi Dagile (Rapporteur)

Reports of both groups were presented in plenary, discussed, and strengthened. Below is the adpoted report for each group.

(a) Report on Labour Mobility (Group A)

(i) Definition and Types of Mobility

Labour Mobility is a process which involves either the changing of the position of the employee, his/her place of work and occupation. Such changes could occur within or without the organization, region and country. Labour may need to move from one part of the territory to another in search of a well paying job. On the other hand, inter-regional mobility may involve inter-state or across national borders movement of labour, in which case such labour helps countries earn additional revenues, sometimes in convertible currencies as well as new skills.

The changes which are an inevitable occurance in the world of work can be voluntary or involuntary. Voluntary mobility or movement of labour arises out of the personal decision of the individual to move. It may take place after an individual has acquired a new skill or job opportunity. Hence, the resulting movement is likely to be out of the enterprise, although the movement could take the individual from one department to another and thus remain within the same enterprise. This movement may also be accompanied with a change in the position, remuneration, status, and occupation of the individual.

Involuntary mobility occurs when the employee changes position on the consideration of the enterprise management through appointment or promotion to a higher level, within the same cadre. This kind of change is normally accompanied with a change in responsibility and remuneration. Similarly, a change within the enterprise may be through a shift from one department to another, a move which may be necessitated after an employee has acquired some new skills. It may also be accompanied with a change in the earnings and status of the employee. Furthermore, an employee may be laid off due to redundancy or dismissal, thereby forcing the employee to move to other places in search of a new job opportunity.

Labour mobility may also be caused by technological changes in the production process or line in the enterprise. To successfully effect such changes, the retraining of labour becomes part of the process. At times, such technological changes may also drive labour out of the enterprise, when the management of the enterprise does not arrange for the retraining of the affected labour,

hence a movement of labour out of such an enterprise.

(ii) Relationship Between Age, Sex and Labour Mobility

The mobility of labour may be considered or said to be age sensitive or age selective; for the following reasons:

The Youth:

Youth are the most affected group in the labour force, due to the fact that they are:

- new comers to the world of work and therefore ignorant of the opportunities or events taking place in the labour market due to the absence of career guidance;
- very energetic, adventurers and more ambitious;
- have less social and family ties which may confine them to one occupation or region;
- least affected by ethnic barriers due to their interaction in the process of their education;
- influenced by their lack of skills specificity and inexperience;
- attitude towards work mostly negative thus showing a low level of commitment.

The Elderly:

On the other hand, the elderly are less mobile and settled due to the fact that they:

- have responsibilities or family ties which usually tend to pin them down to one area/location and job;
- more are informed about the labour market and are therefore in a better position to compare the costs and benefits of change of their jobs, occupation or region;
- are bend to protect their achievements made overtime, relations built with friends, workmates and other personal interests within his/her environment;

Gender

In some communities, males are considered to be the bread winners and therefore move in search of jobs to earn some income, while the females are left to care for their families. Besides, there has, for a long time, been occupational biases and polarization which has militated against female labour mobility.

(iii) Factors Influencing Labour Mobility

The following factors have direct or indirect influence on the trend and pattern of labour mobility:

- demand and supply of labour
- wages differentials within and between enterprises or regions
- ethnic barriers, beliefs and norms
- adverse climatic conditions
- differentials in availability of social services between regions and urban/rural areas
- technological development in the production process
- nature of the job offered, that is the attractiveness of the job or otherwise
- the security of the person in the area/location of the job opportunity.
- workers expectations particularly the young who generally come in with a number of expectations; job satisfaction and salary and would move out if these were not available as expected.
- career development
- rural to urban migration
- age and sex.

(iv) Relationship Between Labour Mobility, Labour Stability and Productivity

An attempt to increase labour productivity through the introduction of a new production method or technique

could cause intra/inter-enterprise labour mobility due to mainly the displacement of such labour. Other reasons, could lead to labour stability. A right balance would have to be sought in the interest of efficiency.

The stability of labour in an enterprise has both advantages and disadvantage. Stability increases productivity due to non interruption in the production process. It enables labour to build experience in its field of competence, and with experience, comes a greater marginal product of labour. Labour stability creates a sense of job security and correspondingly greater commitment. However, stability has some disadvantage. It kills creativity and innovativeness in labour. Such disadvantages could act as advantages for free labour mobility. For example, workers have greater opportunities to expand their skills. Mobility encourages positive competition between and within occupations and therefore enhances labour productivity. Additionally, it helps to streamline wages differentials within various sectors which contributed to better and effective utilization of labour. New blood and talents are absorbed in the production process through mobility, and the application of new technology encouraged.

As a disadvantage, mobility inhibits the accumulation of work experience, contributes to the loss of skills, and disrupts family ties, regardless of whether such mobility is voluntary or otherwise, because it keeps the head of the family out of contact with the other members of the family.

(v) The Role of the Manpower Planner in the Process of Labour Movement

The Manpower Planner has a very important part to play in the planning for the development and utilization of a country's human resources. The failure of our country's effective planning for the development and utilization of the human resources has led to shortages in trained skills at various levels, under-utilization of the available trained manpower and wastage. The manpower planner has to:

- endevour to take stock of the available skilled human resources of the country;

- initiate policy for the re-training of labour which may be affected by any changes in technology in the production process/lines;

- initiate policy to rationalize excessive wage differentials within and between sectors and improve general working conditions in the economy;

- initiate incentive policy to avert and reverse brain drain from our countries/region;

- could identify and recommend for the development of technologies which are labour absorbing and yet efficient and cost effective.

(vi) Observation and Conclusions

There is a relationship between mobility and the individual worker. For example the individual worker can influence greatly the pattern and frequency of his/her mobility through the exploration of labour market information his/her attitude to work etc. Another example is that the individual would need to adjust both physically and professionally after the mobility has taken place. Other general observations made included the following:

- That labour mobility is part and parcel of the events prevailing in the labour market.

- It is almost impossible to maintain a stable labour force in any one enterprise.

- A certain level of labour stability may be achieved but that is subject to the prevailing working conditions, in the enterprise, particularly with respect to opportunities for advancement, improved earnings and living standards.

- Mobility acts as a medium through which labour is distributed and redistributed in the economy.

- The planner has to devise methods for tackling changes in the level of labour mobility.

(b) Report on Human Resources Policy Formulation, Co-ordination, Administration and Implementation (Group B)

(i) Human Resources and Development

Human resources are, perhaps, the single most important resource of any nation. It is people who till and cultivate the land, work the mines and production factories. It is people who run hospitals, clinics, schools and offices. And it is people who produce, and use tools of production to develop a country and a nation. And without people the wheels of development would simply grind to a halt.

But development and growth, in themselves, are without substance if the recipients, who are the people, are not better off at the end of the day. Broadly stated, the whole process of social, political and economic development is aimed at ensuring not only social justice, but also at raising the living standards, and subsequently the quality of life of a nation through measures such as employment creation and generation, increased per capita income, enhanced productivity, etc. Within the context of this very broad definition/concept, it should be emphasized that human resources should not be regarded only as factor inputs of production in the development process, but also as both the beneficiaries of, and the end product of the development process.

The dependency factor in the inter-relationship between human resources policies and the overall economic development objectives and requirements would also need to be taken into account. However, the working group is of the view that this relationship has not been accorded the full importance/significance it deserves. To the extend that this has been the case, it shows that this is largely the reason why only a few of the African countries have been able to effectively integrate human resources planning, development and utilization with the overall economic development planning process. Despite political rhetoric, it is evident that there is lack of political commitment or will not only to facilitate the integration process but also to ensure that the necessary institutional infrastructures are established and manned by qualified personnel. To date, only a few countries in Africa have managed to set up fully-fledged ministries to deal with the whole issue of human resources planning, development and utilization.

Because of the inter-dependency between economic development and human resources, it should be re-emphasized that human resources policies should be directed at achieving

the socio-economic development of a nation. It is only through a set of coherent and complementary human resources policies that meaningful economic development, social justice, increased output and productivity could be attained, and duplicity of efforts reduced.

(ii) Human Resources Policy Areas and their Relationship with Development Objectives

In this regard, human resources policies were identified. These are briefly described as follows:

Population: There are merits and de-merits in having a population of a given size. A big population size is not necessarily synonymous with problems. Nor is a small one. Therefore, only proper and meaningful policy on population should be borne out of a careful analysis of the problems, issues or constraints such as population size might create for the economy in terms of raising the standard of living and carrying out its development objectives and programmes.

Education and Training: Education and training are often times complementary in nature. The whole effort of designing education and training policies and the subsequent implementation of these policies should be to ensure that each and every member of the society becomes, if not potentially, an active member of the labour force, and in so doing, contributing to national output. Employment: Largely, policies in this area of human resources should be geared towards employment creation and generation strategies. The major aim would be to achieve the highest rate of employment, thus reducing unemployment and its attendent hardship. A second objective should be that of the use of available human resources in attaining development objectives.

Productivity and Underemployment: Policies in this area of human resources are very much related and should be complementary though the two issues are not exactly the same. However, these should be targeted at achieving the most effective and efficient use of available human resources or labour, and thereby increasing not only output per unit of labour but also overall national output.

In addition to the policy issues described above, the working group felt that any set of comprehensive human

resources policy should include policies on incomes and wages, labour mobility, labour market information, Brain drain, migration, localization, vulnerable groups such as youths, women, disabled and minorities career development. These, it was felt, were equally important in the development and utilization of human resources and the attainment of national objectives.

(iii) Promotion and Constraining Factors on Policy Management

Several factors were identified under this sub-topic. To a large extend, it became evident to the working group that most of the promotional factors are or could be the constraining factors towards ensuring effective policy management. These are described briefly below:

Institutional Structures: The absence or inadequacy of the necessary institutional machinery to effectively carry out and manage a comprehensive set of human resources policies is indeed a major constraint. No policy management can be effective in the absence of the institutional machinery necessary to carry out such policies. Consequently, to carry out meaningful human resources planning, development and utilization policies, it is necessary to first, established the machineries in the form of agencies. Second, it is necessary to clearly define the roles and functions of these institutions. Third, it is necessary to mandate these institutions through some legal instrument. In most African countries, there are several agencies involved in one way or the other in this field. Pertinent to this are the issues of role conflict, duplicity of efforts, understaffing of the agencies, lack of clarity of objectives/functions, inadequacy of the institutions and problems of coordination all of which could retard the process of policy management. Given such situation, the working group was of the opinion that there should be a central agency solely responsible for monitoring and coordinating all the other institutions.

Staffing: Most human resources management agencies are said to be clearly understaffed both in terms of quality and quantity. This can only serve to exasperate an already worse situation. This situation can only be redressed through adequate staffing of these agencies with people of the right calibre.

Data and Information Base: This is another area which is of paramount importance with regard to human resources management. Policies can only be effectively implemented if informed decisions can be made on the basis of adequate data and broad information on the workforce and the labour market. These will have to be in terms of quality, adequacy, quantity and frequency as they are an essential aspect of the whole process of planning.

Operational Linkages/Co-ordination: This area is a problem for most countries. Problems arise because of the lack of clearly defined roles and functions often times resulting in role conflict and duplication of efforts among agencies. The legality issue is also of concern here. It is therefore important that where there are several agencies involved in carrying out human resources management, there should be an overall body or agency whose sole responsibility is to monitor, coordinate and evaluate the work of others to ensure coherency of policies and that all these policies are not incongruent with national objectives. Furthermore, this coordinating agency should be a high powered one.

Financial Resources: This has been a major constraint for all countries, not only because it is necessary to have finance to carry out surveys, training and education programmes but also because it is necessary to have finance in order to staff the agencies that are responsible for human resources policy management. Other constraining factors include the lack of, or perceived lack of political commitment/will to ensure that human resources policy management is accorded the importance it so rightly deserves.

VI. FOLLOW-UP ACTION

It was agreed that the following follow-up action would be undertaken in order to optimize the impact of the workshop on the long-term development of the subregion:

- the findings, and conclusions of the workshop would be publisized by the participants in their work and through the possible organization of national workshops.

- specific national project document would need to be prepared and resources sought to strengthen human resources planning and development processes and institution at the national level.

VII EVALUATION

Participants evaluated the content, organization and conduct of the workshop during the last day. The objective was to provide guidelines for future workshops and to assess the impact of the workshop on the participants career and national activities. 100 per cent of the participants felt generally that the workshop was good. 75 per cent felt that the coverage was about right and so were the quantity of documents circulated. 50 per cent thought that the length of the workshop was too long, and another 50 per cent felt it just right. All participants found the workshop useful to work at home and 100 per cent felt that the workshop was relevant to their national concerns. The facilities provided were rated as excellent by 75 per cent of the participants. The same percentage found the field trips useful. Presentation of material was rated good but the need for greater interaction between participants and resource persons was stressed by nearly all participants.

VIII ADOPTION OF WORKSHOP REPORT

A summary draft report was considered and adopted by the participants. The ECA was urged to dispatch sufficient copies of the final report to the member States within the subregion and to those organizations that are concerned with development issues in that subregion.

IX CLOSING

During the closing ceremony, certificates of participation were awarded to the participants by the Director of Higher Economic Courses of the USSR State

Planning Committee, Prof. L. Beloslov. In his closing remarks, he praised participants and resource persons for their dedication and hard work during the period of the workshop. He urged that the findings of the workshop be used in the daily work of the participants and re-emphasized his hope that the co-operation between the RCA and the USSR would grow and that future programmes would need to be planned well in advance to allow for maximum results. With these brief words he declared the workshop closed and invited participants to a reception.

Programme of Work

Monday 9 October

10-10:30	Registration of Participants
10:30-1:00	Opening Session Statement by Government of USSR Statement by ECA representative Keynote address - Social Orientation of Soviet National Economic Development
1:00-3:00	Lunch
3:00-6:00	Presentation of Country Papers Ethiopia Botswana

Tuesday, 10 October

10:1:00	Presentation of Country Papers Kenya Uganda Zambia
1:00-2:30	Lunch
2:30-5:00	Visit to Moscow State University

Wednesday, 11 October

10:00-1:00	Training and retraining for productive employment
1:00-3:00	Lunch
3:00-6:00	Training and retraining for productive employment

Thursday 12 October

10:00-1:00	Management and methods of human resources planning
1:00-3:00	Lunch
3:00-6:00	Visit to State Committee of the USSR for labour and social issues

Friday 13 October

10:00-1:00	Planning of rational use of labour resources within the framework of regional co-operation
1:00-3:00	Lunch
3:00-6:00	Human resources policy formulation and administration

Saturday, 14 October	
10:00-1:00	Consideration of expert working group report on institutional requirements for human resources planning and programming
1:00-3:00	Lunch
5:00-6:30	Visit to the Battle of Borodino Panorama Museum
Monday, 15 October	
9:30-12:00	Visit to the factories of the All-Union Society of Blind People
2:00-6:00	Working group sessions
Tuesday, 17 October	
All day	Working group session
Wednesday, 18 October	
9:40-11:30	Visit to Moscow Vocational Training Centre
11:30-1:00	Finalization of working group report
1:00-3:00	Lunch
3:00-6:00	Presentation of group reports
Thursday, 19 October	
10:00-10:30	Evaluation of workshop
10:30-12:30	Adoption of workshop report
12:30-1:30	Official closing of workshop
1:30-3:00	Reception